



ARIZONA DEPARTMENT OF TRANSPORTATION

REPORT NUMBER: FHWA-AZ90-822

RIGHT OF WAY PROCEDURE METHODS IMPROVEMENTS

State of the Art

Final Report

Prepared by:

O. R. Colan Associates, Inc.
1500 Cordova Road, Suite 210
Fort Lauderdale, Florida 33316

July 1989

Prepared for:

Arizona Department of Transportation
206 South 17th Avenue
Phoenix, Arizona 85007
In cooperation with
U.S. Department of Transportation
Federal Highway Administration

The contents of this report reflect the views of the authors who are responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the Arizona Department of Transportation or the Federal Highways Administration. This report does not constitute a standard, specification, or regulation. Trade or manufacturer's names which may appear herein are cited only because they are considered essential to the objectives of the report. The U.S. Government and the State of Arizona do not endorse products or manufacturers.

Technical Report Documentation Page

1. Report No. FHWA-AZ90-822		2. Government Accession No.		3. Recipient's Catalog No.	
4. Title and Subtitle RIGHT OF WAY PROCEDURE METHODS IMPROVEMENTS				5. Report Date July 1989	
				6. Performing Organization Code	
7. Author(s) O. R. Colan, Elizabeth Colan, Robert Merryman and Thomas A. Knotts				8. Performing Organization Report No.	
9. Performing Organization Name and Address O.R. Colan Associates, Inc. 1500 Cordova Road, Suite 210 Fort Lauderdale, Florida 33316				10. Work Unit No.	
				11. Contract or Grant No. HPR-PL-1(35) Item 822	
12. Sponsoring Agency Name and Address ARIZONA DEPARTMENT OF TRANSPORTATION 206 S. 17TH AVENUE PHOENIX, ARIZONA 85007				13. Type of Report & Period Covered Final Rept Jul88-Jul89	
				14. Sponsoring Agency Code	
15. Supplementary Notes Prepared in cooperation with the U.S. Department of Transportation, Federal Highway Administration					
16. Abstract The object of this study is to find a way and procedure to increase productivity of right of way and related activities in an environment where work load is increasing and staff manpower is decreasing. This includes studying existing acquisition procedures in Arizona, then examine the relevant procedures of other state, federal and local officials in maximizing productivity and avoid unnecessary actions wasting productive person hours. The Department desires a knowledgeable, independent review of it's rules, regulations and legislation related to right of way to see how these can be revised to improve efficient land acquisition for highways.					
17. Key Words right of way, relocation, acquisition, appraisal, negotiations, property management, condemnation, titles.				23. Registrant's Seal	
19. Security Classification (of this report) Unclassified		20. Security Classification (of this page) Unclassified		21. No. of Pages 235	
22. Price					

TABLE OF CONTENTS

	Page
BACKGROUND	1
REVIEW OF LITERATURE	1
REVIEW OF ARIZONA EMINENT DOMAIN LAWS	2
RESEARCH WORK PLAN INTRODUCTION	3
SERVICES MANAGERS	4
RESPONSIBILITIES OF SERVICES	4
RESEARCH APPROACH	8
WORKLOAD	8
SALARY	9
WORKING CONDITIONS	9
CONSULTANT'S COMMENTS REGARDING EMPLOYEE'S PERCEPTIONS	11
WORKLOAD	11
SALARY	11
WORKING CONDITIONS	12
DATA FROM OTHER STATES	13
CRITICAL PATH AND ANALYSIS	14
RECOMMENDATIONS FOR IMPROVED RIGHT-OF-WAY PRACTICES	18
GENERAL	18
APPRAISAL	19
APPRAISAL REVIEW	19
NEGOTIATIONS	20
RELOCATION	20
PROPERTY MANAGEMENT	21
CONDEMNATION	21
TITLES	21
PLANS	21
PRODUCTION ANALYSIS	22
WORKLOAD PROJECTION	23
SUGGESTION FOR PLAN IMPLEMENTATION	24
RISK ASSESSMENT	26
SUMMARY	27
APPENDIX. RIGHT OF WAY SURVEY	53

LIST OF EXHIBITS

	Page
EXHIBIT 1 RIGHT-OF-WAY ORGANIZATION	28
EXHIBIT 2 STRUCTURE OF RIGHT-OF-WAY SERVICES	29-34
EXHIBIT 3 SAMPLE PROJECT CRITICAL PATH	35
EXHIBIT 4 PLACEMENT OF PROPOSED STRUCTURE	36
EXHIBIT 5 PROPOSED FUNCTIONAL STRUCTURE	37
EXHIBIT 6 RIGHT-OF-WAY QUESTIONNAIRE	38
EXHIBIT 7 AVERAGE NUMBER EACH APPRAISER COMPLETED	42
EXHIBIT 8 AVERAGE NUMBER EACH REVIEWER COMPLETED	43
EXHIBIT 9 AVERAGE NUMBER OF PARCELS ACQUIRED BY EACH NEGOTIATOR	44
EXHIBIT 10 AVERAGE NUMBER OF RELOCATIONS PER EMPLOYEE	45
EXHIBIT 11 ACTION TAKEN TO BE MORE EFFECTIVE	46
EXHIBIT 12 REALISTIC STEPS TO INCREASE EFFICIENCY AND PRODUCTIVITY	50

BACKGROUND

The State of Arizona is faced with a not uncommon problem -- the need for greater production from a fixed size right-of-way organization.

The rapid growth in population throughout the sunbelt is typified in Arizona. The population and concurrent increase in private automobile usage has dictated the need for an extensive highway program. Right-of-way requirements have been steadily increasing to meet the program.

The need for the roadway improvements is current. Therefore, protracted right-of-way acquisition is unacceptable. This factor has made manpower planning a difficult task.

To address these needs an outside consultant was employed to recommend improvements designed to increase efficiency.

REVIEW OF LITERATURE

Right-of-way and general management literature were reviewed to determine their applicability to the perceived problem at Arizona Department of Transportation. The literature review was coordinated after Consultant's initial visit to Arizona Department of Transportation. No pertinent works have been found that relate specifically to Management Organization, Productivity, State of Art Methods or procedures to expedite right-o-way and employee productivity that was pertinent to the Arizona Right of Way Organization.

Organizational charts of major Departments of Transportation have been examined. Right of Way procedures of Departments of Transportation in rapidly growing states have been reviewed. Numerous articles were found in the publications of the International Right of Way Association pertaining to effective land acquisition management processes, but these were generally not related to the specific situation and laws of the State of Arizona and generally served to only extol the system used by the individual person contributing the article without providing any comparative productivity data.

The suggested readings for Management Personnel are, The Frontiers of Management, Managing in Turbulent Times, Management: Tasks, Responsibilities, Practices, Managing for Results, and The Practice of Management, by Peter F. Drucker. The Peter Principle, by Dr. Lawrence Peter and Peter Hull.

REVIEW OF ARIZONA EMINENT DOMAIN LAWS

Arizona Eminent Domain Laws were reviewed to determine if it would be practical to recommend changes designed to afford greater productivity in the right-of-way process. Consultant noted no unusual provisions in Arizona Law that would unduly hamper the effectiveness of right-of-way acquisition.

Like the Eminent Domain Laws of most States, the Arizona Code could be altered to speed the process. Such changes, e.g. maximum time periods for hearings, etc, tend to be viewed as unreasonably burdensome on the property owner. Generally, they do not really yield a significant improvement in the process.

The Federal Highway Administration's Washington, D.C. office attempts to stay current on State Eminent Domain Laws. They could identify no major concerns in the Arizona Laws.

Consultant therefore has no recommendations for legislation to change the existing statutes governing Eminent Domain.

RESEARCH WORK PLAN INTRODUCTION

The project was carried out by a team of four persons, each of whom has had extensive experience in right-of-way and the various phases of the right-of-way and land acquisition processes. The team included O. R. Colan, Thomas A. Knotts, Robert Merryman and Elizabeth A. Colan.

Initial meetings were held with the persons in charge of each of the different branches of the right-of-way operation. The group reviewed the actual procedures utilized by the Department as explained by each of the Section Leaders and then reviewed the formal written operating procedures of the Department.

A fundamental flow chart was developed for each of the different Section operations. Individual interviews were conducted with other Department members, the Chief Right-of-Way Agent, the Assistant Chief Right-of-Way Agent and the Division Right-of-Way Officer of the Federal Highway Administration in Phoenix, Arizona.

The Right of Way Section is one of the operational segments of the Highway Development Group of the Arizona Department of Transportation. Organization of the Section is made up of the Right of Way Administration and eight separate functional Services.

The purpose of the Right of Way Section is to function as the acquiring agency of the Arizona Department of Transportation in acquiring all real property and real property rights required in the construction and maintenance of all federal and state highways, maintenance camps, material sites, and other highway related purposes; to act as the administrative agency of the Arizona Department of Transportation in all matter relating to the management and disposal of all Department-owned real property; and the administration and management of the Relocation Assistance Program.

SERVICES MANAGERS

The Right of Way Services Managers, under the direction of the Deputy Chief Right of Way Agent, are responsible for the administrative and supervisory direction of their individual service. Branch and Unit Supervisors, where applicable, are under the direction and jurisdiction of the Services Manager.

RESPONSIBILITIES OF SERVICE

Each service within the Right of Way Section is responsible for the accomplishment of the particular functions for which it was established. Under the administrative and supervisory direction of the appropriate Services Manager, the respective services are responsible for, but not necessarily limited to, the applicable functions and responsibilities as set forth in paragraphs a. through h., below:

- a. Right of Way Operations: Right of Way Operations Services is generally responsible for the coordination of materials and activities of all other Right of Way Services; consultant contracts, claims and payments; production scheduling and control of right-of-way highway projects; accounting for all right-of-way expenditures, rents, and sales expenses and income, to include relocation claims and payments preparation and processing of Federal-aid billing to the Federal Highway Administration; the control storage and dispersement of permanent right-of-way files; and the control of advance acquisition activities.
- b. Right of Way Plans: Right of Way Plans Services is generally responsible for the preparation and review of right-of-way plans, preliminary and final; delineation, including the preparation of legal descriptions for those parcels of land to be acquired for highway or associated purposes; contracting for services of outside consultant engineers; preparation of special maps or plats; obtaining survey information and preparation of plans; obtaining temporary rights of entry; assignment of parcel numbers; initiating change orders, field inspections of proposed rights of way; and preparation and distribution of standards and specifications for right-of-way plans.

- c. Right of Way Titles: Right of Way Titles Services is generally responsible for preparation and review of ownership, existing right-of-way and title reports as required for right-of-way matters; obtaining temporary rights of entry; conducting field inspections, as required; performing preliminary and secondary reviews of right-of-way plans; preparation of right-of-way resolutions for the Transportation Board; and preparation of special reports as requested by Right of Way Management.
- d. Right of Way Appraisals: Right of Way Appraisal Services is responsible for, but not necessarily limited to, reviewing the right-of-way plans and construction plans at the secondary and final stages; preparing appraisals and/or estimates as required by the Department and other agencies; reviewing appraisals submitted by staff and fee appraiser for minimum requirements and for the purpose of determining Fair Market Value; providing appraisal testimony for the Arizona Department of Transportation as required for condemnation proceedings; maintaining a list of approved fee appraisers and reviewing and updating it semi-annually; providing in-service, and updating, training for the staff of appraisal Services.
- e. Right of Way Acquisition: Right of Way Acquisition Services is generally responsible for obtaining land by fee, easement, or license and obtaining property rights, from both private and public sources. Included in these functions are: contacting the property owner and presenting the State's Fair Market offer; developing and processing special conditions and stipulations of the sale consummating the transaction, including preparing and processing of all relative documents; reviewing all transactions and documents; presenting the completed package to Right of Way Operations; and furnishing assistance as related to acquisition, when necessary.
- f. Right of Way Property Management: Right of Way Property Management Services is generally responsible for the inventory management and control of all improved and unimproved properties acquired by the State for highway purposes, including inventory and management of excess lands acquired with right-of-way properties; and inventory control of all state maintenance camps. This function may include the sale, rental, salvage or demolition of any of the above mentioned properties, and all administrative functions related to the Service.

- g. Right of Way Condemnation: Right of Way Condemnation Services is generally responsible for gathering data to enable the Chief Right of Way Agent to determine the necessity for condemnation; obtaining approval from the Director, Arizona Department of Transportation to condemn; accumulating and presenting factual data to support condemnation; furnishing the Office of Legal Advisor of the Arizona Department of Transportation with information required for preparation of the complaint; assisting the Office of Legal Advisor in the preparation and prosecution of condemnation actions; maintaining a calendar of current condemnation witnesses, as scheduled; preparation and procurement of exhibits for use by the trial attorney; having a representative in court throughout the course of a trial to render any required assistance to the trial attorney; furnishing assistance to other Right of Way Services on matters pertaining to condemnation; and reporting to Right of Way Management on matters pertaining to condemnation; and provide in-house counsel to Arizona Department of Transportation management and personnel when requested.
- h. Right of Way Relocation Services is generally responsible for developing information, when required, for future projects so as to develop a plan and/or estimate, as may be needed, providing relocation assistance advisory services to all relocatees in compliance with State and Federal regulations; preparing a payment determination for each eligible relocatee: processing all claims for relocation assistance payments; preparation of periodic reports for the Relocation Assistance Program.

Statistical data was collected concerning time spans required for the various steps in the right-of-way process. This data was obtained through the review of several random parcel files and by comparison of work times shown on computer generated status reports.

The computer generated status reports utilized by the Department currently show the project, the individual parcel, and the next step that is needed to be taken in the acquisition process. Once a step is actually completed, it is deleted from the computer records. This compounded the problem of attempting to ascertain the realities of actual times for a large number of individual activities on a statewide basis.

After the initial interviews, two of the team members subsequently returned a month later and conducted additional interviews with individual members of each of the Departments. These interviews were designed to obtain the employees' viewpoint and perspective of their work and to ascertain their concept of any existing problems and how these might be resolved.

RESEARCH APPROACH

Interviews of Department personnel was deemed logical first step. The personnel interviews provided the Consultant with an opportunity to receive frank comments from those most involved with the needs of daily production.

The interviews were conducted informally in an Arizona Department of Transportation conference room. For the most part, each employee was interviewed privately. While specific questions were posed by the Consultant, an opportunity for general discussion was available.

Employees were selected from each of the functional areas of Arizona Department of Transportation right-of-way sections. Selection of employees to be interviewed was left to the right-of-way management. The selected employees appeared to represent a good cross-section of the employees. The group was articulate as to their opinions of the good and the bad of the Department.

Consultant noted that there were areas of concern that nearly all interviewees mentioned:

1. Workload - leadtime, expectations;
2. Salary - inequities, overtime;
3. Working conditions - space, equipment.

These items were perceived by the employees as restraining optimal performance. A detailed discussion of each follows:

1. WORKLOAD

Nearly every employee interviewed commented that the right-of-way work demands were too high. The comments ranged from those detailing excessively short lead time to those explaining the unrealistic expectations of Arizona Department of Transportation management.

Those commenting believed that Arizona Department of Transportation lead timing schedules were unplanned and that the time overruns of the other departments were consolidated on right-of-way. It has become right-of-way's job to make up for the inefficiencies of other Arizona Department of Transportation sections by completing the right-of-way requirements even faster.

2. SALARY

An almost unanimous comment concerned wages. The perception was that Arizona Department of Transportation employees, especially right-of-way employees, were not being fairly compensated. The general feeling is that other Governmental Agencies pay more for similar positions, as proof, an employee offered his own salary survey of other State Agencies and local governments. The reported comparable salaries were in excess of those being paid Arizona Department of Transportation right-of-way employees.

A common precept of management studies is that compensation is a "satisfier" not a "motivator". That is, employees must first be satisfied before they can be motivated. Reasonable wages (as perceived by the employee) must be in place before an employee can be expected to excel. Conversely, wages alone cannot be the motivator for more or better input.

The stated dissatisfaction with compensation was further augmented by overtime. While typical employees liked the benefit of overtime, they disliked their perception that overtime was needed to earn a decent salary.

3. WORKING CONDITIONS

A smaller group expressed concern that working conditions, i.e., equipment and space, hampered their efforts to be maximally productive. Typical comments concerned broken desks and chairs or cramped space.

An analysis of the organization of the Right of Way Department appeared to be fundamental to producing a more effective and productive organization.

Some of the basic problems that relate to right-of-way efficiency have revolved around such items as:

1. Plan revisions due to design changes or modifications that occur after the right-of-way process has begun and cause the Right of Way Department to duplicate work that was previously completed. This results in many person days of effort that are lost in the Department.
2. At the present time eight different Service Managers report directly to the Assistant Deputy Chief Right of Way Agent. In addition, all of the review appraisers report directly to the Assistant Deputy Chief Right of Way Agent.

3. The Department has an excessive number of people that have become specialists in different phases of the negotiation, relocation, and suit preparation process. It would appear that these field services should have personnel that are cross trained and therefore capable of performing any and all parts of the field service work. This would minimize the number of persons that would be contacting property owners and tenants of occupied properties and could permit the field representative to even perform tenant relocation services when working on a project far removed from the main office thus avoiding the necessity of another relocation person traveling to the Project and working with the occupant.
4. Replacement housing calculations are frequently not made until after negotiations have begun with the property owner. Determinations of replacement housing payments on owner occupied property should be available before the first negotiation contact and presented to owner occupants at first contact.
5. Right of Way appears to have no early input in the design process concerning the effects of proposed designs on right-of-way considerations. This results in costly and time consuming changes after the right-of-way process has begun.
6. The level of Authority for Approvals was reviewed as a potentially unnecessary constraint on the early completion of the right-of-way process.
7. A major concern involves the lack of real incentives to motivate employees to increase production.
8. Pay levels need to be made competitive with competing sources of employment.

CONSULTANT'S COMMENTS REGARDING EMPLOYEE'S PERCEPTIONS

It is the Consultant's belief that the comments made by the interviewed employees fairly represent their feelings as to the inadequacies of the Department as it relates to them. However, employee comments must be judged as part of an overall perspective.

1. WORKLOAD

The workload of many Arizona Department of Transportation employees was judged to be high. Based on Consultant's experience, the Arizona Department of Transportation workload anticipated over a protracted period of time, exceeds that of most public employees. However, it may not exceed the short-term demands of other public or private employers engaged in similar work. Thus, it appears to be the long-term nature of the high demand that must be addressed.

Consultant also noted that there was not an adequate lead-time between right-of-way acquisition commencement and proposed letting date. While every highway department suffers from some over anxious letting date, the Arizona Department of Transportation problems appear to be epidemic.

Consultant was provided numerous examples of engineering delays that resulted in short time frames for right-of-way. Consultant is aware that Arizona Department of Transportation utilizes a critical path management technique (CPM). In some instances it did appear that delays in processes preceding right-of-way reduced the time available for the right-of-way function. The proper use of the Critical Path Method is not to penalize those downstream from the problem point, but instead to identify and correct the problem point.

Consultant notes that the Federal Highway Administration has identified inadequate lead time in the Arizona Department of Transportation right-of-way function as a high concern. Should federal funds be used more extensively in right-of-way, the Federal Highway Administration may seek to compel Arizona Department of Transportation to provide a reasonable schedule for an effective, humane acquisition and relocation program.

2. SALARY

As previously stated, it is Consultant's belief that money is not a significant motivator, but instead is one of the basic satisfiers of work. Dissatisfied employees exhibit low production and are willing to seek employment elsewhere.

However, Consultant is aware that public pay scales are not fully controlled by the employing agency but are typically at the discretion of various elected bodies. It is likely to be a long process to obtain salaries perceived by employees as appropriate.

Aggravating the wage issue is the fact that higher salaries are paid by other state agencies for similar work. Various local agencies also are paying employees a higher salary for comparable work.

Appropriate salaries will stem the rate of resignations. This is especially true for those situations where a trained employee resigns to work for another public body or governmental entity. Appropriate salaries should aid in keeping appraisers in production and not force them into management positions where they make poor managers.

Consultant has noted that often times fringe benefits are more conducive to high morale and job satisfaction than salaries. This is becoming increasingly important in today's economy and social structure of more single parent families and more families where both parents have to work. A good retirement plan is a must as is a good medical insurance plan. Life insurance is highly desirable and perhaps the one which contributes the most to employee job satisfaction is a good child care program. Where such child care programs have been instituted employee turnover has declined; utilization of sick leave has declined and production has benefited directly as a result.

3. WORKING CONDITIONS

The perception of the quality of one's working conditions is subjective. An employee entering an Arizona Department of Transportation office after an appointment at a prestigious engineering or law firm will certainly feel the surroundings are spartan. However, it is the Consultant's opinion that the Arizona Department of Transportation facilities are not substantially less desirable than many public agencies. The aesthetics of public work places are tempered by the anticipation of public reaction to "extravagance".

However, the functionality of the work place is of some significance. The size of the right-of-way section has resulted in some cramping and location problems. Meetings with property owners would be difficult. This lack of privacy and meeting space directly contributes to inefficiency. Field agents expressed a reluctance to schedule meetings at Arizona Department of Transportation with property owners, feeling that the environment was not conducive to do so.

Consultant notes that right-of-way management is aware of the working condition problem. Present facilities are scheduled to be redone in the near future. This should significantly reduce the working condition problems.

DATA FROM OTHER STATES

Consultant prepared and after approval by Arizona Department of Transportation submitted a questionnaire to all state highway departments. Pertinent questions were asked as to the steps in their acquisition process. A copy of this questionnaire is attached as Exhibit 6.

CRITICAL PATH AND ANALYSIS

The right-of-way section is one of five functional units located in the Highway Development Group. The right-of-way section is the largest unit (in terms of functions) in this group.

Focusing on the right-of-way section, it should be noted that there are eight separate "services" within the section. Additionally, the appraisal review function is a separate grouping reporting to the Assistant Deputy Chief.

The structure of the right-of-way section is generally depicted as a pyramidal one. The organization is headed by the Chief Right-of-Way Agent. This structure is shown as Exhibit 1. The pyramidal organization is further duplicated in each of the services (see, Exhibit 2).

The net effect of this type of structure is that authority, for even minor matters, tends to move towards the top of the organization. Further, only a few at the top of the triangle have a sufficiently broad perspective to comprehend the overall movement of projects.

Public agencies, such as Arizona Department of Transportation, necessarily function with a highly structured management style. However, it does seem appropriate to question whether the existing degree of structure within the right-of-way section is needed. Further, it is appropriate to question the structure's affect on function and productivity.

Within each of the eight (or possibly nine) services, an independent fiefdom has developed. The movement of paper and information and the repeated effort to maintain control of flow within the services as well as between the services occupies a significant amount of time and slows down production. After a review of the sample parcel files supplied by Arizona Department of Transportation Consultant prepared a sample project critical path to depict the flow of paper through the right-of-way department on an acquisition project. A copy of this sample project critical path is attached as Exhibit 3.

It is apparent from interviews and file reviews that an inevitable degree of inter-service fighting exists. This is often evidenced as finger-pointing for delays or mistakes. There was a distinct lack of concern for the problems of other sections. In short, right-of-way fails to pursue problems as a team but rather challenges them from separate parochial views.

A major task addressed by Consultant has been to analyze various types of structure services. One method of examining an organizational structure is to first determine its most essential purpose. For a right-of-way organization, the acquisition of right-of-way is the essential function. We may call it the

"line" activity. All other activities of the section are secondary and thus become "staff" to the line function.

Using a line-staff analysis is beneficial in reviewing recommended changes in structure.

Shown as Exhibit 4, is a structure entitled "Project Functional Structure". It locates a revised right-of-way section structure as shown in Exhibit 5.

Readily apparent in this revised structure is the demise of the extensive services division. However, it would be necessary within the Field Services to preserve expertise in each of the specialties i.e., appraisal, negotiations, relocation and property management. Consultant feels that this specialty is not required beyond one or two persons per field. For example, it may be beneficial to retain property management expertise within Field Service. This would be accomplished by retaining the existing service manager in that capacity, while training all other present property management agents as Unified Agents.

Training for the proposed unified agents would consist of both an in-house program and formal course work. The current Service Manager for each service could be utilized to provide training for that portion of the duties to be performed.

Formal instructional courses are offered by service organizations for specific activities. e.g. The American Institute of Real Estate Appraisers offer 14 different courses regarding elements of appraisal.

A fully trained Unified Agent should be able to appraise a typical parcel (e.g., a single-family residence) or negotiate for its purchase, provide relocation determination and assistance, and provide property management services.

A comparison of a typical parcel indicates the potential productivity increase possible by such a structure.

Presently, the desire to acquire a parcel results in multiple contacts by the appraisers, relocation personnel, negotiator and property management. This could be reduced to two (or in certain possibilities one) persons. We have attempted to quantify the savings as follows:

(NOTE: All time encompasses one hour of driving time, round-trip)

<u>FUNCTION</u>	<u>ADOT STRUCTURE</u>	<u>PROPOSED STRUCTURE</u>
1. Appraisal	Appraiser 4	Unified Agent (App) 5
2. Appraisal Review	Reviewer 3	Reviewer 3
3. Negotiation	Negotiator 2	Unified Agent
4. Relocation	Relocation 4 (Evaluation Field Branch)	Unified Agent 4
5. Property Mgmt.	Agent 2	Unified Agent
TOTAL	15	12

EXPLANATION OF ABOVE:

1. A Unified Agent acting as the appraiser (or a fee appraiser) would obtain all basic information, including basic relocation data.
2. The appraisal review would proceed essentially the same under either structure.
- 3-5. Under the present system as many as five contacts are probable even for an agreeable property owner. These are typically for:
 - a. relocation information
 - b. initial negotiations contact
 - c. relocation evaluation; offer of relocation benefits
 - d. re-contact by negotiator to sign document
 - e. property management

The unified system would reduce this to at most two. The first to compute relocation benefits e.g., owner-occupied residence; and the second to make acquisition offer, relocation offer and resolve property management.

The example shows the hypothetical level of productivity increases likely by such a system.

Consultant offers as a practical example of productivity increases its own experience in the State of Idaho. Idaho had a very small right-of-way program but recently the program expanded drastically due to several projects authorized as Demonstration Projects in the 1987 Highway Bill. Consultant was employed to work jointly with the State's staff to complete right-of-way

work. Consultant implemented a Unified Agent concept and provided training concurrent with necessary field work to complete projects. All projects were completed within the time frame and at a significant manpower savings for the State and Consultant.

It is necessary to further discuss the proposed structure to afford a full understanding. All of those functions normally requiring field time have been consolidated in a new service termed the Field Service. The only notable exception is appraisal review, which has been deliberately set out independently. This reflects its unique purpose of providing unbiased review of a critical work product.

PROPOSED POSITION/SERVICE

FUNCTION/ACTIVITY

- | | |
|----------------------------|--|
| 1. R/W project coordinator | *Serves as project manager;
All input and output pass through this position.

*Principle management liaison |
| 2. Field Services | *Appraisal functions
*Acquisition functions
*Relocation
*Property management functions |

The Plans Services would remain essentially unchanged although it would be a staff function of the Right-of-Way Project Coordinator.

Operations Service would yield its advance acquisition function to the Right-of-Way Project Coordinator, but would otherwise continue to function as presently.

The Title and Condemnation Service would be combined. Certain Title Service functions would be eliminated as set out in the specific recommendations for that function.

It would be anticipated that the Right-of-Way Coordinator position would number about two or three for urban projects in Phoenix and Tucson and one for out-state projects. The amount and allocation of work would be flexible. These positions would be equivalent to a Service Manager. From a management perspective, the Project Coordinator will become invaluable to management since a project will remain with an individual from start to completion.

RECOMMENDATIONS FOR IMPROVED RIGHT-OF-WAY PRACTICES

1. GENERAL

- A. Salaries are generally low. Management should strive for equity with other Arizona agencies and local governments. The Unified Agent Plan will require a more highly skilled staff. Commensurate salaries should be offered.
- B. Management must insist on a reasonable lead time for projects. Delays in other sections should not oblige right-of-way to compensate for all of the lost time.
- C. The present computer functions utilized in maintaining activities on any specific project does not provide management with data with which to develop any pattern of delays within the Right of Way Section. Present policy is to delete data once a specific step in acquisition has been completed. Maintaining historical data such as: Appraisal assigned, appraisal due, appraisal received, same information on titles, same information on replacement housing determinations, negotiation first contact, second contact, etc. would allow management to determine any delays in house that would further delay the letting date. This type of historical data also allow management to evaluate timely work habits of employees to determine if additional training or incentive is necessary.
- D. The Unified Agent plan necessitates a better trained work force. Management must consider increased training. This should be both formal (classroom type) and informal (e.g., field work with a trained employee or other party).
- E. The Unified Agent concept may enable the right-of-way section to raise its general requirements, e.g. raising education minimum to four years of college.
- F. Push decision making down the organizational structure. For example, allow negotiator to initiate administrative settlements, request further appraisal study, etc.
- G. Provide readily available training for all employees.

There are various sources for training courses that are presently available.

These include:

1. American Institute of Real Estate Appraisal; offering 14 different appraisal course. In 1989 five of these courses were offered at Arizona State University (Tempe).
2. Federal Highway Administration - currently offering three acquisition/relocation courses. A basic appraisal course and appraisal review course are being prepared. The "Effective R/W Acquisition" course includes basic information for property managers. Relocation course includes moving cost estimating.

Other private sources of right-of-way training include the Society of Real Estate Appraisers and the International Right of Way Association. The major variable in all of these courses tend to be the quality of the instructor. Instructor qualification evaluation of prior courses should be examined before the State purchases training services.

2. APPRAISAL

- A. A simplified appraisal format using only a market data approach should be used for total takes of uncomplicated parcels.
- B. To a limited degree, Consultant noted that some appraisals seemed far more complex than actually needed to address the appraisal problem. Cost savings and production time savings may result by more careful attention to this detail. Maximize the use of value findings and short form appraisals.
- C. Appraiser should be cautioned that increase or decrease in market value attributable to the project should be ignored. Care must be exercised when using sales in the project.
- D. The appraiser should be required to obtain basic information for relocation to accelerate benefit determination.

3. APPRAISAL REVIEW

- A. There seems to be no Arizona Department of Transportation policy concerning the use of sales in the project area which may be influenced by the project. FHWA states that their policy is that such sales are unacceptable unless properly adjusted. This should be uniformly performed so appraisers and reviewers know what to do.

- B. Several of the appraisals had a good discussion of adjustments to sales, however, the actual dollar or percentage was not shown and in many cases off-setting adjustments were made where no review could possibly detect what the appraisers actually did.
- C. Not one report had adjustments for cash equivalency. In this time of fancy financing, such a study is necessary, as was pointed out in an FHWA letter. Evidently the appraisers have not been asked to do this work by Arizona Department of Transportation.
- D. Review comments need to be included in each review, even if reviewer accepts value reported by only one appraiser. The reviewer's thinking and reasoning should be fully explained.

4. NEGOTIATIONS

- A. Increase mail and phone negotiations to include all land only takes (or very limited improvements) where damages are minimal. Mail should be considered even for owners residing in State. Follow-up personal negotiations may be used if it appears they will be productive.
- B. The initiation of negotiations for owner-occupied residential property should be deferred until relocation is prepared to make offer for the housing supplement.

5. RELOCATION

- A. Abandon the form "Request for Determination". We could find no compelling reason to keep the form. The information provided could be more easily included in a questionnaire. Further, consider the consolidation or elimination of little used forms.
- B. Make the replacement housing supplement offers for owner-occupied residential at the initiation of negotiations. Establish a procedure wherein notification is received to be notified when an improved parcel is in appraisal review.
- C. Reduce the amount of effort spent checking claim for errors. Claim should be spot-checked and personnel not capable of properly completing an assignment should be provided training. This could free two agents for field work.

- D. Comparables used in payment determination should be at least field inspected prior to their use in reports. We understand this is occasionally omitted to speed work.

6. PROPERTY MANAGEMENT

- A. Consider the use of a contractual firm to manage property in extended rentals through the advance acquisition program.
- B. In deciding the value of the extensive rental program, the true net rental earnings should be considered.
- C. The Unified Agent plan could reduce the costs of property management if combined with the use of private management firms.

7. CONDEMNATION

- A. No specific comments are offered on the activities of this section. There is some possibility that this service could eventually be consolidated in the proposed Field Service: Such a consolidation should not be considered until after completion of the training of unified agents and the successful implementation of that concept.

8. TITLES

- A. Within an acceptable level of risk, it should be possible to rely more fully on private title firms without the need to ploddingly check each report received from these firms.
- B. In-house title work should be limited to those areas of the State for which private title firms are not available.

9. PLANS

- A. Right-of-way must re-establish its ability to be involved from the start in roadway design. The needless reworks of right-of-way plans could thus be reduced.
- B. The Plans Service reports it has not been highly successful using consultant services. However, consultant services appear the only option to meeting all schedules. A portion of one of the Service Teams should be nominated to work continually with the consultant.

PRODUCTION ANALYSIS

Consultant compared the production records of the staff activities of Right of Way with the following results:

APPRAISAL DATA

1988 Arizona Staff Appraisal Production

No. Appraisals	500
No. Appraisals per appraiser	33

1988 National Average Statistics - 35 States Reporting

No. Appraisals	531
No. Appraisals per Appraiser	38

APPRAISAL REVIEW DATA

1988 Arizona Review Appraiser Production

No. Appraisals Reviewed	1000
No. Appraisals per Review	166

National Average 38 States Reporting

No. Appraisals Reviewed	1029
No. Appraisals per Reviewer	171

NEGOTIATION DATA

Arizona Parcels Negotiated 3 Year Average

Parcels Negotiated	488 (1)
Parcels per Negotiator	31

National Average 3 Years - 37 States

Parcels Negotiated	937
Parcels per Negotiator	51

RELOCATION DATA

Arizona

Relocates Relocated 3 yr. av.	95
Relocates per Relocation Agent	4

National Average

Relocates Relocated 3 yr. av.	220
Relocates per Relocation Agent	10

There are many variables involved in each of these staff functions in every state which cannot be reflected in such averages. These figures do demonstrate that Arizona's production does not vary markedly from the production averages of her sister states.

- (1) Arizona reported 654 "lesser units" for which we have no comparison from other states. As a result the number of parcels per negotiator for Arizona appears low. If we assume each "lesser unit" represents the equivalent of 1/2 parcel, the average goes to 58 per negotiator probably a more meaningful figure.

WORKLOAD PROJECTION

Arizona's workload has increased at the rate of 13% to 20% for the past 3 years. From our discussions regarding upcoming workload in Arizona we estimate that the right-of-way program will increase at the rate of 33% per year for the next three years. We anticipate the program will level off at that point and remain at that level for another three to five years. Cross training as recommended will enable the existing staff level to pick up the bulk of the projected workload. Utilization of consultants will be necessary for at least three years.

The anticipated rate of retirement of 20% over the next five years could have a significant impact depending upon which positions become vacant. We do not at this time recommend a general hiring program. Selective hiring of good appraisers is always encouraged.

Copies of computer generated reports setting forth data from various states are attached as Exhibits 7, 8, 9, 10, 11 and 12.

SUGGESTIONS FOR PLAN IMPLEMENTATION

The most logical first step to an integration of disciplines would be to combine relocation and negotiations. The right-of-way section has some limited experience with the unified agent concept. With a relatively quick cross training program, a small portion of the unified agent concept could be implemented within sixty days.

The integration of the appraisal section will be slower. This is due primarily to different aptitudes of people. Not everyone in Field Services will adapt well to this phase.

The combination of negotiator and appraiser is particularly effective in rural areas where the dollar value of takings is small. It is conceivable that some projects could be a one-person effort.

As the load of improved properties acquired through advance acquisition is reduced, the property management services can be folded into Field Service. Increased use of private management firms offers the possibility to accomplish this combination earlier.

In addition to the Field Service combination, Consultant feels that another logical combination is to blend the efforts of the Condemnation Service and the Title Service. Based on Consultant's review, the tasks are complimentary and should eliminate inherent inefficiencies. A slow merge is proposed based on future workloads.

Consultant notes that the right-of way section now uses several private right-of-way consultants and various local government agencies to assist with its work load. It is likely that the need for these entities to provide supplemental services will continue.

The ideal use of consultants for right-of-way work is to plan internal staffing for the typical work load for the next planning period (say, five years). Then plan for consultant services to cover any short term work peaks.

To assure that selected consultants perform to the contract standards, penalty provisions should be written. Selection of consultants should emphasize service quality over price.

A sample of penalty language from one state is set forth on the next page.

Delivery of a complete Data Book later than the due date stated in Appendix A, or later delivery of requested correction of deficiencies therein shall result in liquidated damages to the DEPARTMENT at the rate of one-half of 1% of the total appraisal fee set forth in Appendix A for each day of default.

For late delivery of 1) an appraisal report, 2) land value estimate required in Appendix A or B, 3) an updated report or requested correction of appraisal deficiencies, liquidated damages shall be at the rate of 1% of the parcel appraisal fee per calendar day for the first seven (7) calendar days and 2% per calendar day thereafter, between the due date and the date on which the report or correction is received in the District Chief Review Appraiser's office.

RISK ASSESSMENT

A degree of risk is necessary in nearly all of the changes suggested in this report. The changes necessary to gain productivity from a fixed number of employees requires the assumption of some risk. This risk may be minimized and should be weighted relative to the potential cost savings.

Presently title work that is received from a private title company is again reviewed by the Title Section; however, eliminating this step potentially frees manhours for use elsewhere. Concurrently, it is probable that risk of error is added. A properly trained negotiator should be able to identify title problems as a part of negotiations. The risk could be further refined by utilizing the in-house Title Section for parcels over a fixed dollar amount, i.e. \$100,000.

However, the Arizona Department of Transportation necessarily assumes some degree of risk for those parcels not subject to the second review. The potential for this loss must be weighted against the productivity benefit.

All of the changes recommended herein involve some degree of risk. Consultant does not believe that the risk level is unacceptable. Better employee training will reduce risk.

The essence of most of the recommended changes in this report require employees to assume greater responsibility. It is therefore inherent on the Right-of-Way Section to prepare its employees for the task.

Risk Management can best be accomplished by adequate cross training. The following provides a suggested outline to accomplish cross training:

EMPLOYEE'S

PRESENT ASSIGNMENT

TRAINING SEQUENCE

- | | |
|------------------------|--|
| 1. Appraisal | Negotiation; Property Management; Relocation |
| 2. Negotiations | Relocation; Appraisal; Property Management |
| 3. Relocation | Property Management; Appraisal; Negotiation |
| 4. Property Management | Appraisal; Relocation, Negotiation |

Many other possible configurations exist and will work equally well.

The overall training schedule for current employees would be estimated at 18 - 24 months. The schedule for recent hired employees would be 24 - 36 months. An employee in the training cycle would be expected to be a productive member of the staff for the entire period.

The State of California uses a rotating work function to insure that all field agents are cross-trained. Although California still maintains separate services, all field employees are capable of working several functions. This tends to produce well trained employees readily capable of changing job functions as project demands change.

Arizona Department of Transportation may choose to establish a set of pre-requisites demonstrating job competence before moving an employee to the next stage of training. For example a former property manager being trained for the appraisal function may be required to independently prepare three acceptable appraisals, one of which is a full taking of a single family residence, before moving to relocation training.

Based on the cost of this training the State may choose to require minimum commitments of future services from the employee or reimbursement of the cost of the training. This may mitigate the turnover of highly trained employees.

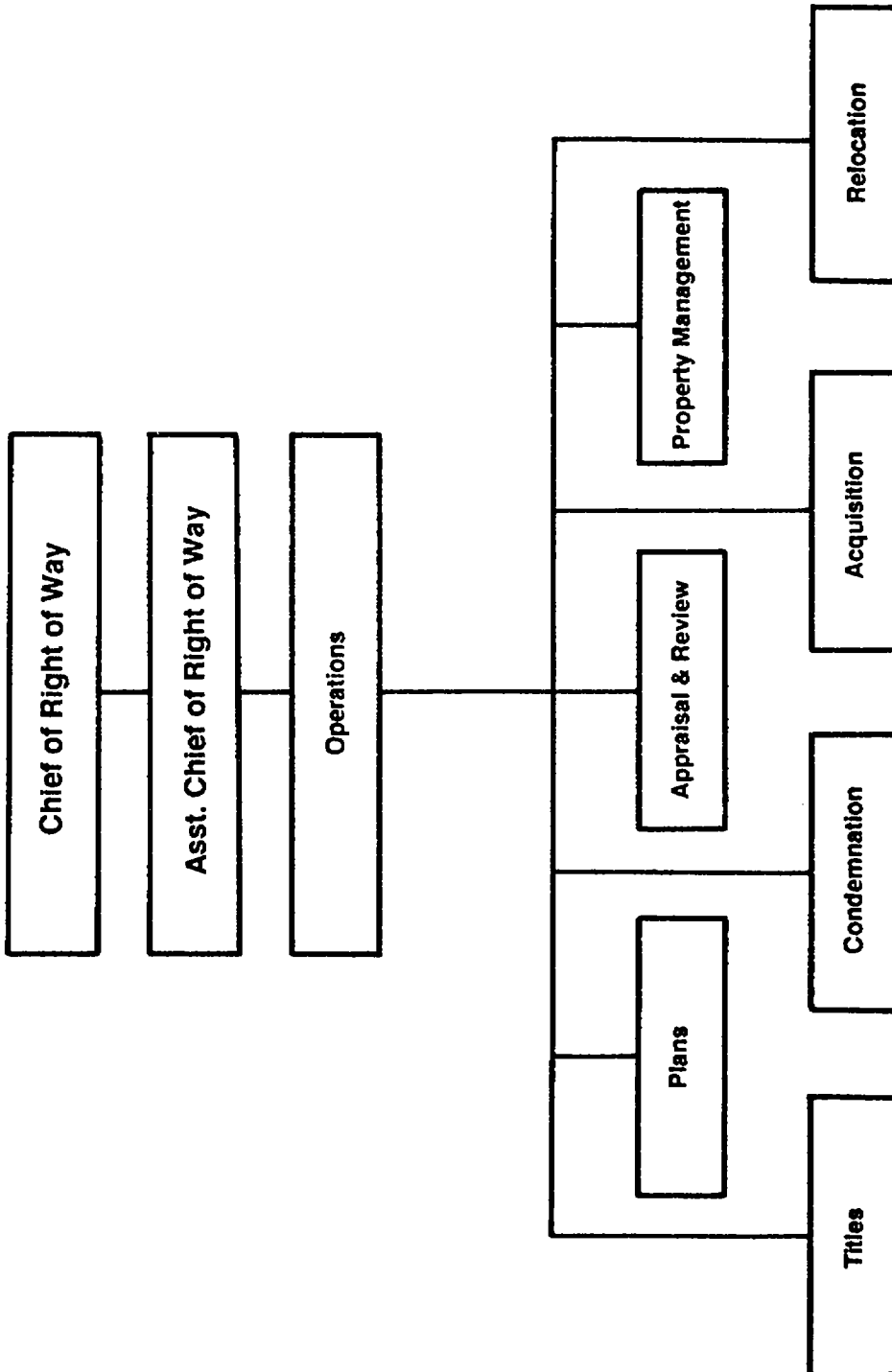
SUMMARY

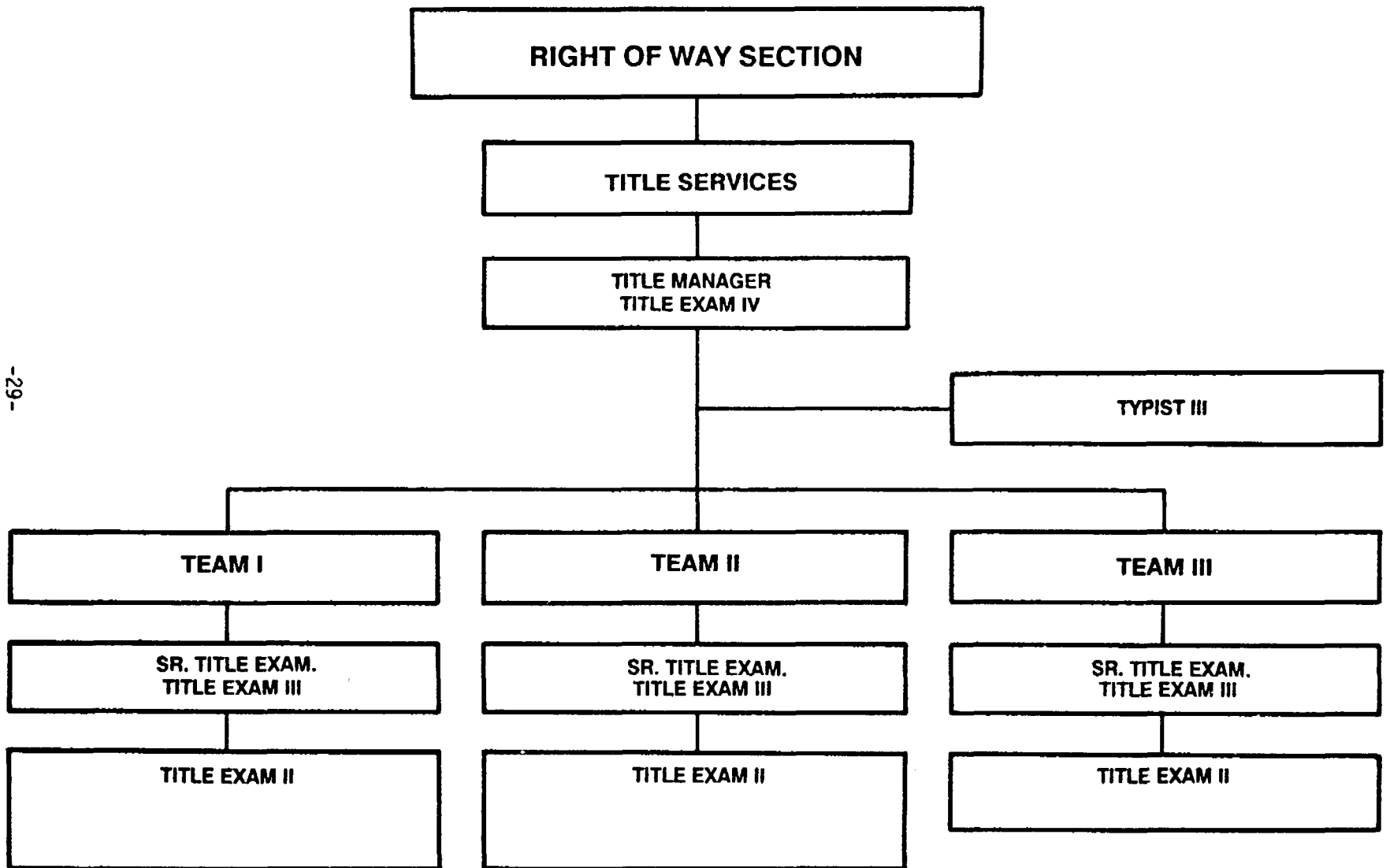
Consultant feels that given the increasing work load, the Right-of-Way Section is performing well. Within the present structure, we felt that there is only a minor degree of improvement possible (e.g. combining the relocation and negotiation functions).

However, by moving to a project-based organization, the potential exists for much greater productivity and better management of projects.

It should be noted however, that the Right-of-Way Section must resolve its pay scale problem before it can expect enthusiasm from its employees.

Overall, we would characterize the Section as functioning well, given the current constraints.





RIGHT OF WAY SECTION

RELOCATION SERVICES

R/W AGENT IV

ADMIN SECT I

CLERK TYPIST II

EVALUATION

R/W AGENT III

R/W AGENT II

R/W AGENT I
1.
2.

REVIEW BRANCH

R/W AGENT III

R/W AGENT II
1.
2.
3.

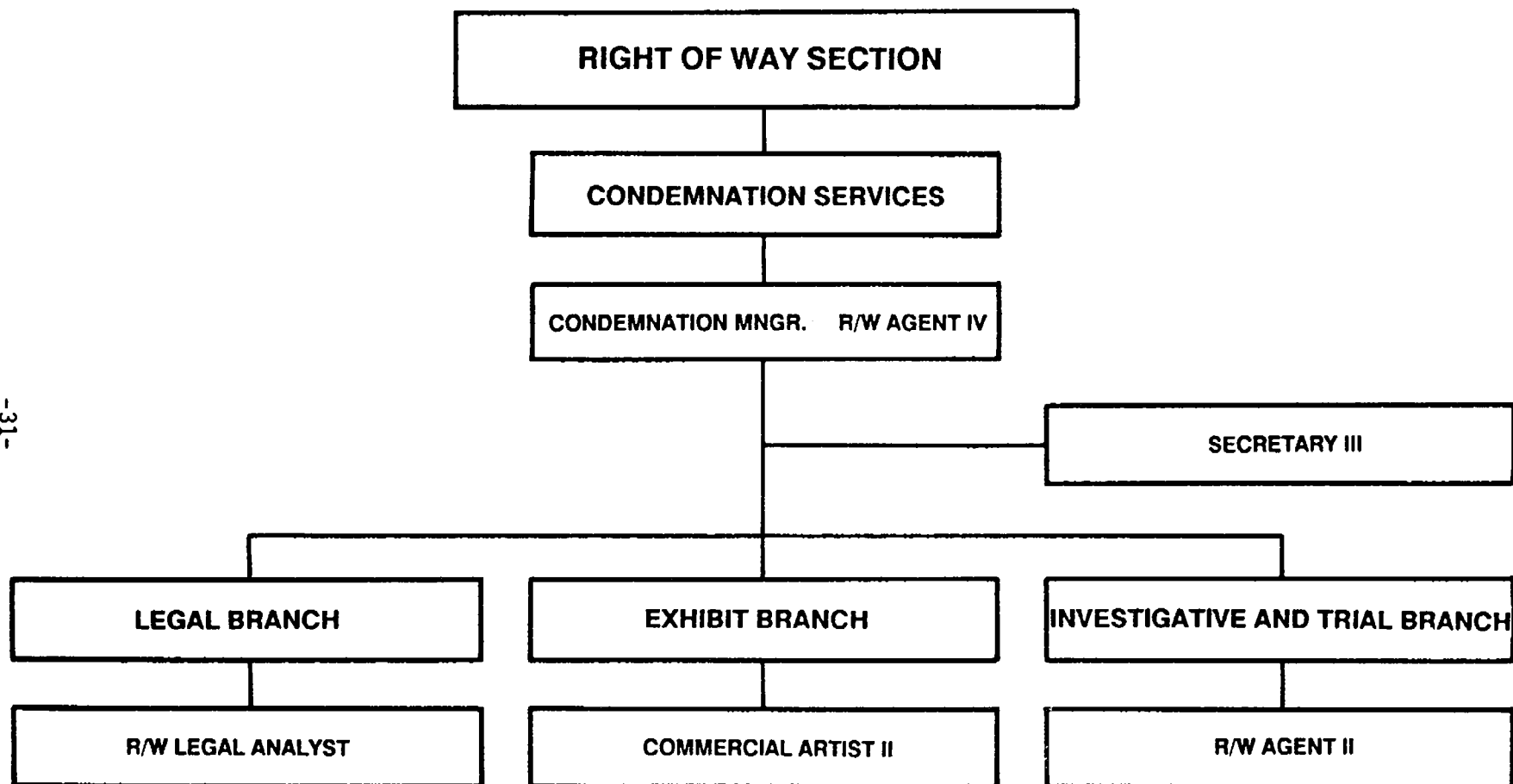
FIELD BRANCH

R/W AGENT III

R/W AGENT I
1.
2.
3.
4.

R/W ASSISTANT

R/W AGENT II
1.
2.
3.
4.
5.
6.



RIGHT OF WAY SECTION

RIGHT OF WAY PLANS SERVICES

TRANS. R/W PLANS MGR.

R/W AGENT III

SECRETARY III

R/W PLANS SUPR. (ASST. MGR.)

R/W PLANS SUPR. (ASST. MGR.)

ENG. PLANS TECH. II

TYPIST III

DESIGN BRANCH

REVIEW BRANCH

ENG. PLANS TECH. III

ENG. PLANS TECH. III

ENG. PLANS TECH. II

ENG. PLANS TECH. II

1.
2.

1.
2.

ENG. PLANS TECH. I

ENG. PLANS TECH. I

1.
2.
3.
4.
5.

1.
2.
3.
4.
5.
6.

CONSULTANT BRANCH

DELINEATION BRANCH

ENG. PLANS TECH. III

TRANS. R/W DEL. TECH. III

ENG. PLANS TECH. III

TRANS. R/W DEL. TECH. II

TRANS. R/W DEL. TECH. I

1.
2.

RIGHT OF WAY SECTION

APPRAISAL SERVICES

APPRAISAL MANAGER

SECRETARY III

R. P. APP. UNIT SUPVR.

R. P. APP. UNIT SUPVR.

TYPIST III

R. P. APP. III

- 1.
- 2.

R. P. APP. III

- 1.
- 2.

R. P. APP. II

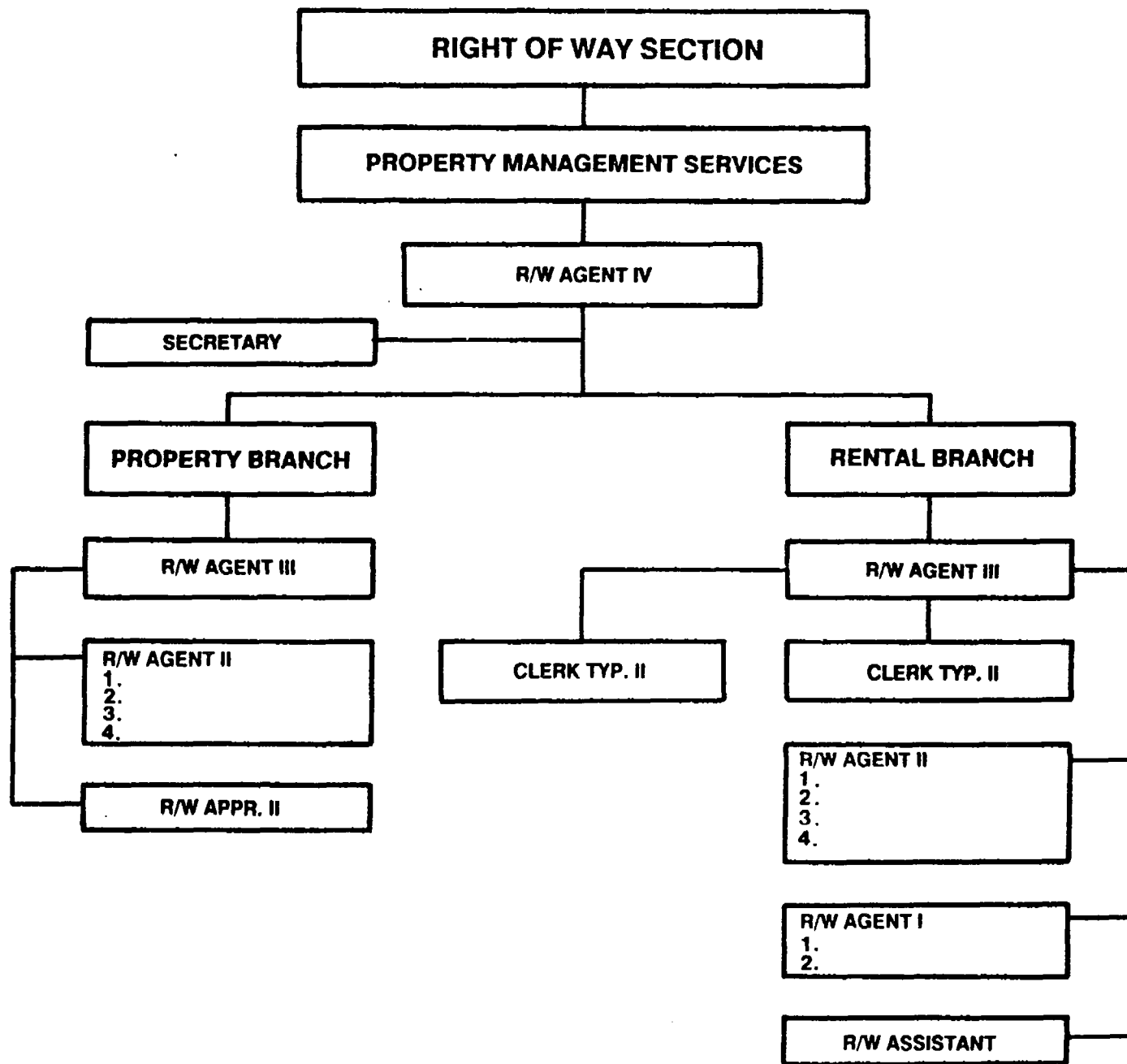
- 1.
- 2.
- 3.

R. P. APP. II

- 1.
- 2.
- 3.

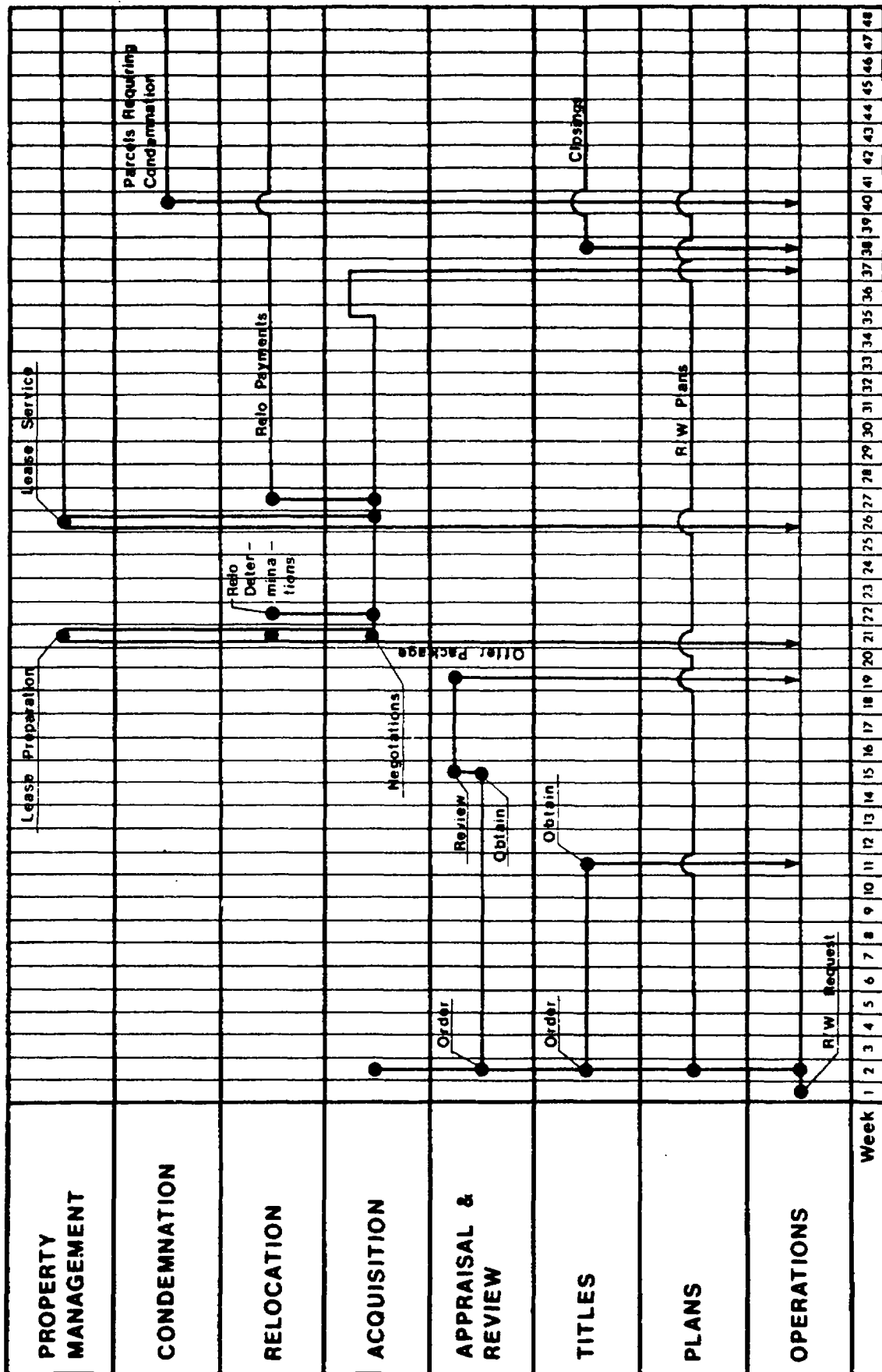
R. P. APP. I

R. P. APP. I

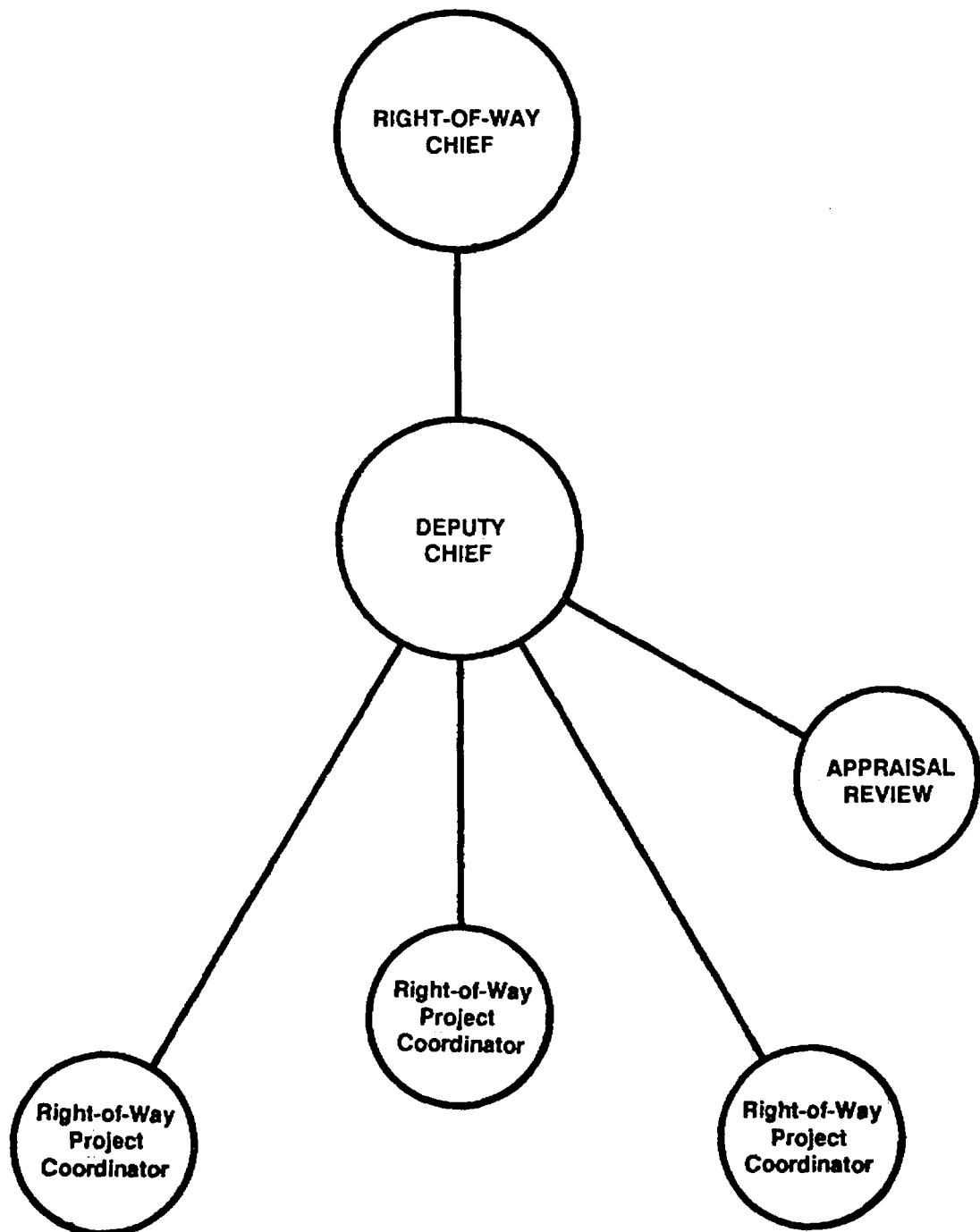


SAMPLE PROJECT CRITICAL PATH

EXHIBIT 3

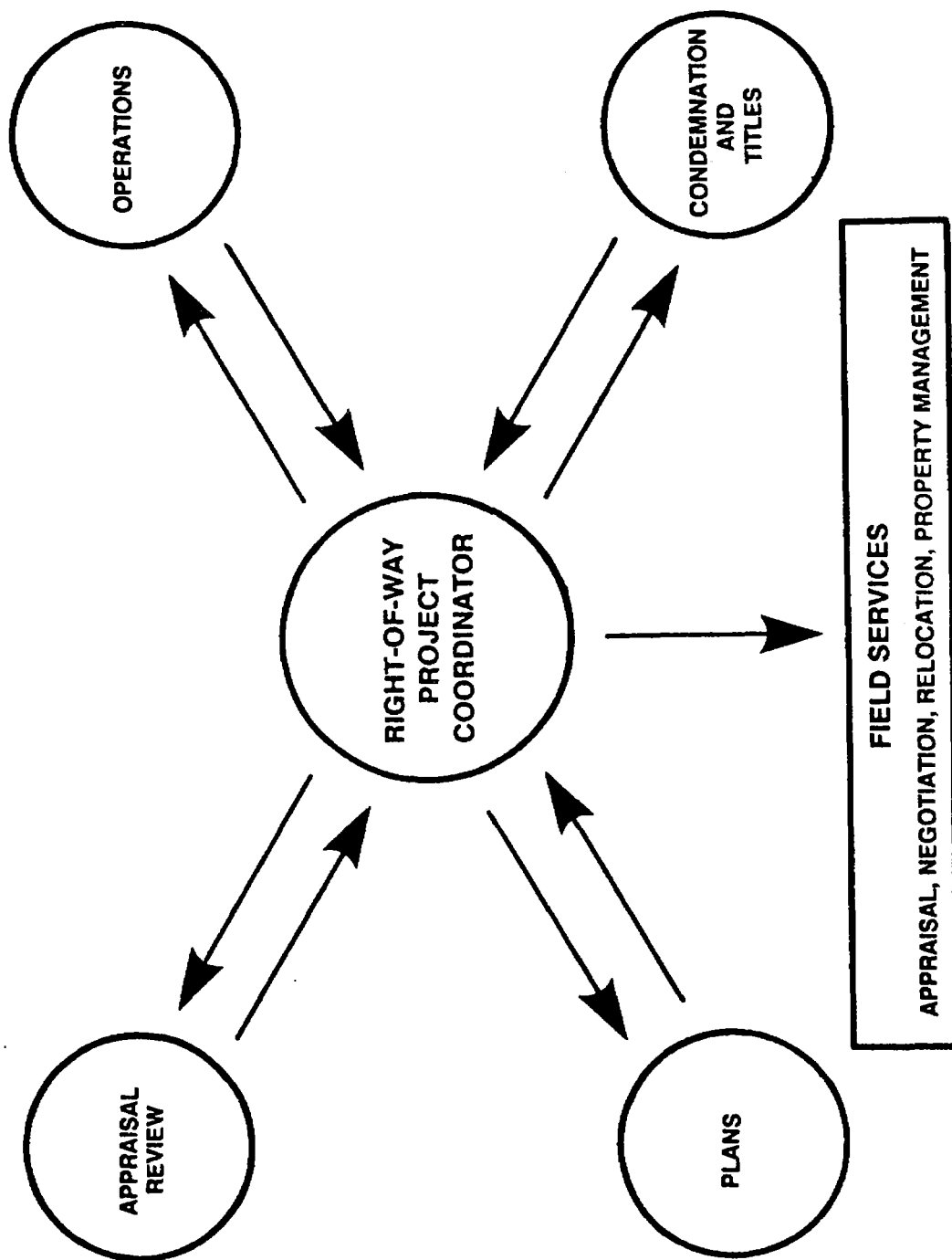


**PLACEMENT OF PROPOSED STRUCTURE
IN RIGHT-OF-WAY ORGANIZATION**



ARIZONA DEPARTMENT OF TRANSPORTATION

PROPOSED FUNCTIONAL STRUCTURE



RIGHT OF WAY SURVEY
FOR STATE OF ARIZONA

EXHIBIT 6

STATE _____

1. R/W Plans

- A. Does R/W prepare R/W plans _____ percent _____
- B. Does R/W contract for R/W plans _____ percent _____
- C. Does R/W make revisions of R/W plans _____ percent _____
- D. Size of R/W staff working on plans _____
- E. Does a separate section prepare descriptions? _____
If not, who prepares descriptions _____
- F. Does design regularly revise R/W plans after the R/W process is substantially in progress _____
- G. What has been done to minimize R/W revisions _____

- H. Does R/W participate in the design process? _____ If so, how

2. Titles

- A. Does R/W perform title searches with staff? _____
If so, any particular type _____ % of workload _____
- B. Does R/W have separate title examiners to review staff title work? _____
- C. Does R/W obtain titles from either lawyers or title companies? _____
- D. Does R/W have separate title examiners to review title company or lawyers' title reports

3. Appraisals and Appraisal Review

- A. Are the appraisal and appraisal review functions under independent control
_____ (i.e. same person not directly over both appraisal and appraisal
review) _____ If so, title of person over
both appraisal and appraisal review. _____
- B. How long does it typically take for an appraisal to be reviewed and approved if no
corrections, revisions or supplemental data is required from the appraiser _____

- C. (1) What % of appraisals are performed by staff _____
(2) Type appraisals staff usually prepares _____
(3) What types of appraisals are usually assigned to fee appraisers _____
- D. Number of Staff Appraisers _____

- E. Number of Review Appraisers _____
- F. Does State make minimum payments or offers? ____ If so, what amount _____
- G. (1) Approximate number of appraisals reviewed in 1988 _____
(2) How many of these would be 2nd appraisals or updates? _____

4. Relocation

- A. Does R/W have a separate relocation section _____
- B. To whom does relocation report _____
- C. What other sections report to the same person as relocation? _____
- D. (1) Are your relocation people generally cross trained to perform negotiations? ____
(2) Trained in any other type work? _____
If so, what _____
- E. When are Replacement Housing Payments usually calculated and approved in relation to:
(1) The date the Appraisal received _____
(2) The date the Review approved _____
(3) The date the Offer to owner occupant _____
- F. At what stage in R/W process does relocation usually first contact occupants and businesses to be displaced? _____
- G. Are replacement housing payments usually offered to owner occupants:
(1) At time of first negotiation where fair market value is offered? _____
(2) After the fair market value offer? _____
If so, usually how long after FMV offer? _____
- H. Do you permit persons making FMV offer to also make RHP offer to owner occupants? ____
- I. What is typical time period between FMV offer to owner of tenant occupied properties and Rent Supplement Downpayment offer to residential tenants? _____
- J. Do you have specialized personnel for complex business moves? _____ For tenant moves? _____
- K. (1) How many employees devoted exclusively to Relocation _____
(2) How many employees perform both relocation and negotiations _____
(3) Estimated average number of relocations per year in last three years _____
- L. When will recent changes in the law be implemented in your State? _____

5. Negotiations

- A. How many people devoted exclusively to negotiations _____
- B. Total negotiation staff _____
- C. Estimated average number of parcels acquired each year during last three years _____
- D. Can negotiators make Administrative Settlements? ____ If so, what limits? _____

6. Suit Preparation (Condemnation)

- A. Do you have separate personnel to prepare suit information for condemnation cases (names and addresses of parties, etc.) _____

- B. If not, who prepares suit information _____
- C. Do these people perform other R/W functions? _____
If so, what functions? _____
- D. (1) Does R/W prepare exhibits for trial? _____
Always _____
Frequently _____
Some Times _____
Rarely _____
Never _____
- (2) If so, who in R/W prepares exhibits? _____
- (3) Are the persons who prepare exhibits devoted exclusively to exhibits? _____ If not, what other work do they perform? _____

7. Administration

- A. Title of Chief R/W Administrator _____
- B. To whom does the Chief R/W Administrator report? _____
- C. What are the titles of the persons who report directly to the Chief R/W Administrator?

- D. If decentralized, what is title of Chief R/W Administrator in Districts _____, who reports directly to the District R/W Administrator _____
- E. Have you taken any action in recent years that has made your R/W organization more effective? _____ If so, what _____

8. Program

- A. Has your program been increasing or decreasing in size in the last three years? _____
Percentage of increase (+) or decrease (-) _____
- B. Has your staff increased or decreased in size in the last three years _____ % of increase (+) or decrease (-) _____.
- C. (1) If your program is increasing constant and/or your staff decreasing, what steps have you taken to make the operation more efficient or to increase production:

(2) How successful has each of these been in your opinion?

D. What realistic steps would you like to take to increase efficiency and production:

E. What actions would you take if you were the Director of R/W in a fast growing state with a large R/W program and limited staff available:

F. If you are the Director of R/W in a fast growing state with a large highway program, what steps have you taken to improve production and maintain schedules, and how effective has each of these been in your opinion. _____

G. Projected retirements in next 5 years (percentage of R/W staff) _____

H. Retirements in 1988 _____ or _____ percent of staff.

I. Does your R/W Department have a Manual? _____ How current? _____

PREPARED BY: _____ DATE: _____

EXHIBIT 7

STATE	NUMBER OF APPRAISALS	PERCENTAGE IN-HOUSE	NUMBER OF APPRAISERS	AVERAGE NUMBER EACH APPRAISER COMPLETED
		2		
AK	300	30%	10	9
AL	650	40%	16	16
AR	850	95%	11	73
AZ	1000	50%	15	33
CA	1500	99%	90	16
CO	550	60%	7	47
CT	750	60%	16	28
DE	600	35%	5	42
FL	2500	15%	30	12
GA	2333	70%	125	13
HI	180	30%	5	10
IA	782	90%	9	78
IN	875	50%	26	16
KS	250	90%	3	75
KY	1150	35%	23	17
MA	600	75%	17	26
ME	1200	75%	12	75
MI	685	0%	27	0
MN	1000	80%	20	40
MO	657	80%	37	18
MS	1200	99%	30	39
ND	200	100%	6	33
NH	600	50%	7	42
NJ	1448	15%	21	10
NY	2100	75%		
OK	600	90%	7	77
OR	712	80%		
PA	1600	45%	28	25
RI	700	80%	7	80
SD	600	95%	5	114
TN	2300	10%	23	10
TX	1791	10%	49	3
VA	3500	50%	65	26
VT	290	60%	4	43
WA	1100	50%	14	39
WI	1000	60%	18	33
WV	450	25%	2	56
WY	300	70%	5	42

EXHIBIT 8

STATE	NUMBER OF APPRAISALS REVIEWED	NUMBER OF REVIEWERS	AVERAGE NUMBER EACH REVIEWER COMPLETED
AK	300	3	100
AL	650	4	162
AR	850	2	425
AZ	1000	6	166
CA	1500	27	55
CO	550	3	183
CT	750	16	46
DE	600	3	200
FL	2500	50	50
GA	2333	8	291
HI	180	5	36
IA	782	3	260
IN	875	15	58
KS	250	2	125
KY	1150	18	63
MA	600	6	100
ME	1200	7	171
MI	685	15	45
MN	1000	8	125
MO	857	2	428
MS	1200	4	300
ND	200	2	100
NH	600	10	60
NJ	1448	20	72
NY	2100	14	150
OK	600	3	200
OR	712	4	178
PA	1600	7	228
RI	700	5	140
SD	600	3	200
TN	2300	5	460
TX	1791	49	36
VA	3500	20	175
VT	290	2	145
WA	1100	5	220
WI	1000	3	333
WV	450	4	112
WY	300	1	300

EXHIBIT 9

STATE	NUMBER OF PARCELS ACQUIRED	NUMBER OF NEGOTIATORS	AVERAGE NUMBER OF PARCELS ACQUIRED BY EACH NEGOTIATOR
AK	800	16	50
AL	734	22	33
AR	468	4	117
AZ	488	16	30
CA	1250	75	16
CO	400	20	20
CT	400	8	50
DE	500	26	19
FL	1300	80	16
GA	3400	125	27
HI	75	7	10
IA	845	15	56
IN	683	19	35
KS	175	7	25
KY	1300	25	52
MA	570	5	114
ME	1200	10	120
MI	805	30	26
MN	600	16	37
MO	747	24	31
MS	1500	15	100
ND	525	12	43
NH	440	6	73
NJ	1700	70	24
NY	2801		
OK	1800	8	225
OR	800	30	26
PA	1100	64	17
RI	700	7	100
SD	650	4	162
TN	1450	39	37
TX	1320	69	19
VA	2870	95	30
VT	250	4	62
WA	825	53	15
WI	1200	50	24
WV	450	27	16
WY	350	9	38

EXHIBIT 10

STATE	NUMBER OF RELOCATIONS COMPLETED	NUMBER OF RELOCATION PERSONNEL	AVERAGE NUMBER OF RELOCATIONS PER EMPLOYEE
AK	250	8	31
AL	300	5	60
AR	90	5	18
AZ		23	
CA	1200	26	46
CO	71	3	23
CT	45	0	
DE	40	5	8
FL	300	20	15
GA	840	12	70
HI	2	0	
IA	200	7	28
IN	265	13	20
KS	10	0	
KY	350	20	17
MA	137	9	15
ME	12	4	3
MI	67	6	11
MN		7	
MO	130	7	18
MS	200	13	15
ND	15	6	2
NH		5	
NJ	250	20	12
NY	87		
OK	125	7	17
OR	120	0	
PA	218	64	3
RI	40	5	8
SD	64	1	64
TN	150	30	5
TX	380	45	8
VA	245	28	8
VT	16	1	16
WA	150	3	50
WI	155	10	15
WV	50	0	
WY		0	

EXHIBIT 11

STATE	ACTION TAKEN IN RECENT YEARS TO BE MORE EFFECTIVE?	ACTIONS TAKEN
AK	Y	TAKEN THE REVIEW FUNCTION OUT OF THE THREE REGIONS, AND PUT IT IN HQ. REQUIRING MORE HQ APPROVAL
AL	Y	HIRED STAFF APPRAISER IN CENTRAL OFFICE
AR	N	N/A
AZ	Y	USE OF CONSUL. FOR PLANS, APPR., TITLES, MGMT. STAFF MOTIVATION, IMPROVED CONTROL & PLANNING
CA	Y	COMP OF ACQUIST. PROCESS; GREATER EMPHASON AIRSPACE PROG.; PROJ MGR. ORGANIZ. CONCEPT BEING TRIED
CN	Y	IN 1984, THE OFFICE OF RIGHTS OF WAY WAS SHIFTED FROM THE DEPART. BUREAU OF ADMIN. TO BUREAU OF HHWY
CO	Y	TO REQUIRE STAFF OFFICE REVIEW OF R/W PLANS WITH DESIGN BEFORE AUTHORIZATION
DE	Y	REORGANIZATION TO REDUCE TIERS OF MGMT. & TO PLACE MORE AUTHORITY WITH FIELD OFFICE MANAGEMENT
FL	Y	ESTABLISHED NEW R/W POSITION CLASSIFICATIONS, REORGANIZED CENTRAL OFFICE, DECENTRALIZED AQUIS. AUTH.

STATE	ACTION TAKEN IN RECENT YEARS TO BE MORE EFFECTIVE?	ACTIONS TAKEN
GA	Y	USE ONLY STATE MONEY AND PURCHASE PROPERTY VALUED UNDER \$10,000 WITHOUT FORMAL APPRAISALS
IA	Y	INCREASED USE OF COMP. INCL. CADD. MORE EMPHASIS ON FORMAL IN-HOUSE TRAINING AND CROSS TRAIN OF AGENT
IN	Y	REORGANIZED IN 1985 AS A RESULT OF CONSULTING CONTRACT TO REORGANIZE THE ENTIRE DEPT. OF HIGHWAYS
KS	Y	EARLY ORDERING OF CERTIFICATES OF TITLES, NEGOTIATIONS BY MAIL, CROSS-TRAINING AGENTS
KY	Y	N/A
MA	Y	INCREASED CROSS TRAINING TO ALLOW GREATER FLEXABILITY IN THE ASSIGNMENT OF PERSONNEL
ME	Y	EDUCATION, BOTH INTERNAL & EXTERNAL. IN-HOUSE TRAINING INCLUDES PERSONEL WORKINGW/DESIGN, LOCATION
MI	Y	REORGANIZATION. CREATION OF PROJECT DEVELOPMENT AND CONTROL SECTION
MN	Y	IN PROCESS OF AUTOMATING OUR R/W PROJECT MANAGEMENT PROCESS - USING P.C. NETWORK TO TRACK PROJECT
MO	N	CONSULTANT STUDY UNDERWAY REVIEWING CLASSIFICATION AND JOB SPECIFICATIONS FOR ALL DEPT. PERSONNEL

STATE	ACTION TAKEN IN RECENT YEARS TO BE MORE EFFECTIVE?	ACTIONS TAKEN
MS	Y	ESTABLISH R/W FIELD OFFICES; CONTINUING EDUCATION AND TRAINING; COMPUTERIZE DIVISION, WEEKLY MEETING
ND	Y	MAJOR REORGANIZATION AND REDUCTION IN FORCE. HIGH DEGREE OF RECORDS AND MANAGEMENT COMPUTERIZATION
NH	Y	ESTABLISH A LAND TITLES OPERATION SECTION THAT PLACES THE ABSTRACTS
NJ	Y	UNDERTAKEN AUTOMATION, IMPLEMENTED FURTHER DELEGATION OF AUTHORITY & HAD GREATER INPUT INTO DESIGN
NY	Y	IN THE MIDDLE OF A REORGANIZATION PLAN FOR THE DIVISION
OK	Y	DEMANDING QUALITY PLANS FROM DESIGN WITH CURRENT SURVEY INFO, IDENTIFY UTILITY NEEDS
OR	Y	FORMATION OF MANAGEMENT TEAM OF ALL R/W SUPERVISORS FOR TEAM APPROACH TO MGMT. CONSOLIDATE SUPV. DUT
PA	Y	TRAINING
RI	Y	REORGANIZATION OF UNITS, ESTABLISH LIAISON UNIT TO ACT AS "WATCHDOG" TO KEEP PROJECTS MOVING SMOOTH
SD	N	N/A

STATE	ACTION TAKEN IN RECENT YEARS TO BE MORE EFFECTIVE?	ACTIONS TAKEN
TN	Y	REVISED R/W MANUAL, CURRENTLY COMPUTERIZING VARIOUS R/W ACTIVITIES
TX	Y	DELEGATE MORE AUTHORITY FROM CENTRAL OFFICE TO DISTRICTS, ELIM. DOCUMENTATION, APPT. "TASK FORCE"
VA	Y	DECENTRALIZED MOST R/W FUNCTIONS AND COMPUTERIZED ALL RECORDS, REPORTS, ETC., THRU R/W MGMT. SYSTEM
VT	N	NO SIGNIFICANT CHANGES
WA	Y	EACH AGENT TRAINED IN NEGOTIATION, RELOCATION & PM; ADOPT PROD. STANDARDS; SIMPLIFY PROC. INCR TRAIN
WI	Y	INCREASED TECHNICAL TRAINING, EMPHASIS ON STREAMLINING, LESS PAPER WORK AND USE OF COMPUTERS.
WV	Y	CROSS-TRAINED PEOPLE SO THEY CAN PERFORM MORE THAN ONE R/W TASK
WY	Y	INITIATE AND TRAIN IN CROSS-TRAINING MODE

EXHIBIT 12

STATE	REALISTIC STEPS YOU WOULD LIKE TO TAKE TO INCREASE EFFICIENCY AND PRODUCTIVITY
AK	MORE HQ INVOLVEMENT. HQ CAN TAKE A LOOK AT THE BIG PICTURE WHERE REGIONS GET TOO INVOLVED IN DETAILS
AL	N/A
AR	N/A
AZ	COMBINE SOME FUNCTIONS, INCREASE CROSS TRAINING, CONCENTRATE EMPHASIS ON RESOURCE MGMT AND PLANNING
CA	SPEND MORE TIME DESIGNING AND SOLVING UTILITY AND ACCESS PROBLEMS PRIOR TO FINALIZATION OF REPORT
CN	COMPUTERIZATION OF APPR. PROCESS; TIGHTEN DESIGN CONTROLS TO DECREASE MAP REVISIONS DURING ROW PROCS
CO	MUST GET IN A POSITION TO BUDGET R/W AT LEAST ONE YEAR IN ADVANCE OF THE CONSTRUCTION
DE	N/A
FL	INCREASE ADVANCE ACQUISITION AND CORRIDOR PROTECTION.
GA	GET OWN LEGAL STAFF.
IA	CONTINUE PRESENT PROGRAMS
IN	SIMPLIFY APPRAISAL PROCESS ON SMALL TAKINGS
KS	N/A
KY	INCREASE TRAINING AND CROSS TRAINING. IMPLEMENT AUTOMATED RECORDS SYSTEM. SIMPLY CONTRACTING PROC.
MA	GREATER FLEXIBILITY IN HIRING AND PROMOTING PERSONNEL TO FILL VACANCIES

STATE	REALISTIC STEPS YOU WOULD LIKE TO TAKE TO INCREASE EFFICIENCY AND PRODUCTIVITY
ME	EDUCATION, IN-HOUSE TRAINING, MULTIPLE USE OF PERSONNEL SUCH AS APPRAISAL/RELOCATION, NEGOTIATIONS
MI	FURTHER EXPAND MGMT INFO. SYSTEM. CREATEA GEOGRAPHIC INFOR SYSTEM, INVOLVE ENVIRON. LEGISLA. & RE
MN	
MO	ELIMINATE CHANGES IN PLANS AFTER R/W ACQUISITION COMMENCES. INSURE ADEQ. LEAD TIME, TIMELY CONDEMNAT
MS	REDUCTION OF PLAN CHANGES, INCREASE COMPUTER HARDWARE; IN-FIELD MEETINGS, CONTINUING EDUCATION
ND	PROMOTE PAY INCENTIVE AND GET WAGE LEVELS MORE IN LINE WITH LOCAL MARKET FOR SIMILAR POSITIONS
NH	PLACE APPRAISAL REVIEW UNDER OPERATIONALCONTROL OF R/W BUREAU, INCREASE WORK SPACE, REMOVE APPRAISAL
NJ	CROSS TRAINING; INVOLVING FIRST LINE SUPERVISOR IN GOAL SETTING, COMPUTERIZE TRACKING AND FOLLOW-UP
NY	IMPLEMENT OFFICE AUTOMATION, IMPROVE TRAINING, HAVE A CONTINUING TRAINING PROGRAM
OK	INCREASED USE OF COMPUTERS, FEE APPRS, CONSULTING ENGINEERS, OVERTIME AND INCREASED TRAINING.
OR	INCREASE USE OF MICROCOMPUTERS, ADMIN. MIN. PAYMENTTO \$2,500, WORK WITH AGENTS, USE EXPER. AGENTS
PA	N/A

STATE	REALISTIC STEPS YOU WOULD LIKE TO TAKE TO INCREASE EFFICIENCY AND PRODUCTIVITY
RI	TRAIN STAFF IN USE OF COMPUTER TO INCREASE PRODUCTION OF REPORTS, HAVE IN HOUSE TRAINING PROGRAM
SD	ADEQUATE LEAD TIME TO PROPERLY DISCHARGE DUTIES. PROP.MGMT SHOULD BE UNDER THE CONTROL OF R/W PROG
TN	UNDER THE CONSTRAINTS OF GOVERNMENT OPERATION CAN'T BECOME MORE EFFICIENT. PRODUCTION COULD BE
TX	DELEGATE MORE AUTHORITY FROM CENTRAL OFFICE TO DISTRICTS AND REDUCE DOCUMENTATION REQUIREMENTS
VA	ALL APPRAISER TO NEGOTIATE ACQUISITIONS, CURRENTLY \$2,500 INCREASED TO \$5,000 WITH FULL FHWA PARTIC
VT	INCREASE STAFF, REDUCE RELIANCE OF CONSULTANTS
WA	REDUCE INTERNAL ADMIN REQUIREMENT, GIVE NEGOT AUTH. FOR \$500 ADMIN SETTLEMENTS INCREASE NEGO BY MAIL
WI	GREATER USE OF CONSULTANTS
WV	DEVELOP A MULTI-SKILLED STAFF; CONTINUAL TRAINING PROGRAM AND COMPETITIVE WAGE AND PROMOTION PLAN
WY	MORE LEAD TIME IN ORDER TO SCHEDULE TRAVEL BETTER. RUSHING CAUSES ERRORS BECAUSE SHORT-CUTS ARE USED